

Goal 3

Education is the best means to teach our children values and good character. ... It is the key to a good economy and a prosperous future that is shared by all Americans.

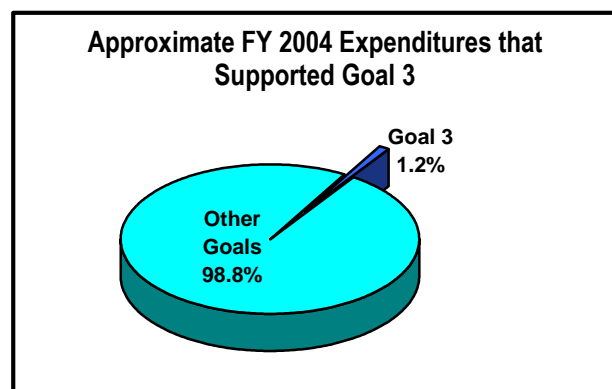
—Secretary Rod Paige

GOAL 3. DEVELOP SAFE SCHOOLS AND STRONG CHARACTER

As an essential part of every American community, schools strive to provide every student with an environment that supports learning and social development. As Deputy Under Secretary for Safe and Drug-Free Schools Deborah Price says, “For kids to learn in the classroom, they must feel safe and have a sense of well-being; if there is bullying, drug use, and an absence of a commitment to character, kids don’t learn.” The ambitious universal student achievement and strong character goals of No Child Left Behind cannot be met without orderly and supportive learning environments.

To ensure safe and drug-free learning environments, the Department invests in policies, practices, and programs that address student safety, health, and character. This comprehensive approach to improving and maintaining school safety helps educators to prevent or manage risk factors that endanger student well-being and chances for success. In fiscal year (FY) 2004, the Department partnered with law enforcement, health, and education officials to effectively target federal resources to policies and practices that help educators improve or maintain school safety and a variety of student health behaviors.

Department Expenditures

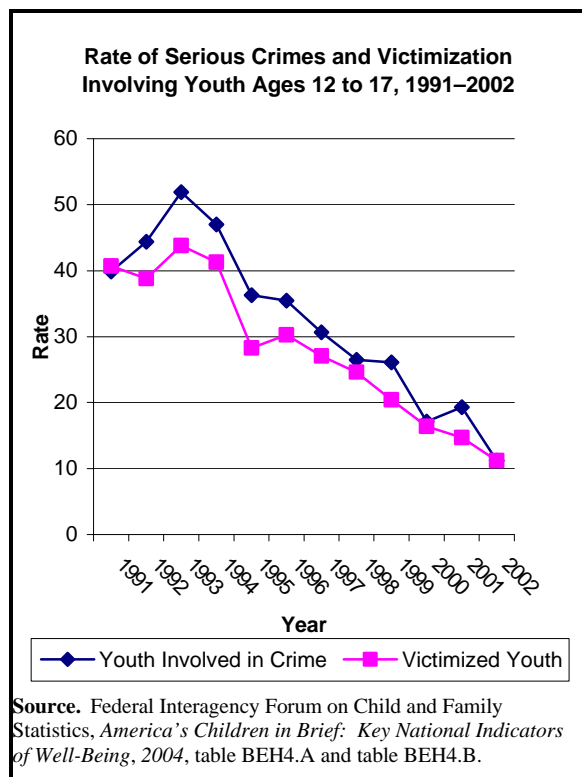


A Safe School Environment and Healthy Students Are Vital for Student Achievement

Safe and drug-free learning environments provide nurturing settings that allow students to focus on learning. Though teachers and students have a tremendous impact on the quality of the learning

environment, external events and societal conditions may introduce risk factors that can negatively affect the academic, mental, and physical development of students.

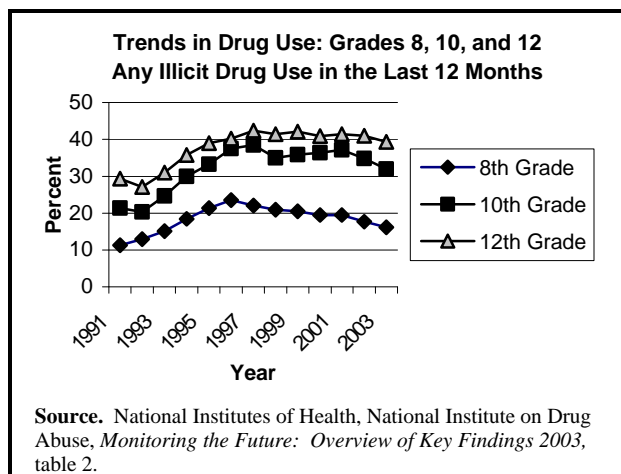
To give every student a chance at success in school, communities and schools must work together to promote environments that are conducive to learning and healthy development. Exposure to violence and drugs at or away from school can put students at risk of failure resulting from low class attendance and perceptions of their peers’ approval of drug use and violence. Crises such as natural disasters and accidents can distract educators and students from school duties. To help school and community officials maintain a safe learning environment for students, the Department focused its FY 2004 resources on programs to strengthen crisis planning and response, and the prevention of student violence and drug use.



Reducing Youth Drug Use and Violence. Drug and alcohol abuse can have a devastating impact on students, communities, and learning environments. The Department is committed to reducing the disruptive influences of substance abuse on school and college

campuses through its safe and drug-free schools programs. The programs encourage students to adopt positive anti-drug norms and responsible decision-making skills through a comprehensive approach to prevention that addresses all aspects of school safety and substance abuse prevention. In FY 2004, the Department worked with program grantees to prevent substance abuse and violence among elementary and secondary school and college students.

The Safe and Drug-Free Schools and Communities State Grants Program is the Department's largest program for preventing drug use and violence. In FY 2004, the Department provided over \$440 million in grants to 50 states, the District of Columbia, Puerto Rico, and the territories. The states distribute funds to local educational agencies based on their enrollment and their proportion children in poverty.¹ The program also provides funds to governors to support community-based drug and violence prevention activities. Funded recipients implement programs that best meet local needs and emphasize the use of scientifically proven strategies for reducing youth drug use and violence.



¹ States distribute 60 percent of Safe and Drug-Free Schools and Communities State Grants Program funds based on each local educational agency's relative share of ESEA Title I (Part A) funding and the remaining 40 percent based on enrollment. Title I funding is distributed based on each local educational agency's poverty rate, which allows states to target Title I and Safe and Drug-Free Schools State Grant Program resources to districts with the greatest funding needs.

Examples of grantee programs in FY 2004 include the following:

- To remedy student drug and alcohol problems, the Adams County School District in Colorado implemented a community assessment and referral program and provided referral assistance to district staff. The district achieved a 67 percent reduction in suspensions for drug and alcohol abuse.
- In Mandan, N.D., the Mary Stark Elementary School partnered with the North Dakota State University to build protective factors to prevent school failure, substance abuse, and other risky behaviors. The factors targeted family functioning, social connectedness, child behavior, and parental involvement with school. An evaluation revealed a 40 percent increase in prosocial behavior scores and a 63 percent increase in parent-school involvement.

Through the Safe Schools/Healthy Students Initiative, the Department provides local educational agencies with grants to implement programs focused on drug and violence prevention, mental health, early childhood development, and other protective factors. Grantees work collaboratively with community stakeholders to connect schools with communities and to provide safe and healthy settings for at-risk children. Several grantees reported in FY 2004 that they demonstrated a positive impact on at-risk students participating in programs funded by the Safe Schools/Healthy Students Initiative.

One example of the positive impact of the Safe Schools/Healthy Students Initiative on at-risk children is the Covington Independent Public School District project in Kentucky, which is using the grant to implement its Across Ages Mentoring Program. During FY 2004, preliminary data indicate that the program is having a positive impact on student discipline, grades, and attendance. Participating students' disciplinary referrals have decreased faster than those of classmates not in the program. In addition, grades and attendance have improved.

Alcohol abuse can negatively affect student achievement and health. To implement innovative and effective

alcohol abuse reduction programs in secondary schools, the Department provides financial assistance through Grants to Reduce Alcohol Abuse. Grantees must implement one or more proven strategies for reducing underage alcohol use.

The Denver Public School System used funds from Grants to Reduce Alcohol Abuse to affect attitudes on drug use. During the course of the grant, fewer participating students held positive views of alcohol consumption. A pre- and posttest comparison shows statistically significant improvements in student attitudes toward smoking, drinking, and drugs. In the pretest, 10.2 percent of the 107 participants agreed that “kids who drink alcohol have more friends,” while 4.6 percent believed it at posttest. Significant improvements also occurred in drug refusal skills. In the pretest, 63.9 percent of students would say “no” when offered beer, wine, or liquor; in the posttest, 88.9 percent of students would say “no.”

The Grants to Prevent High-Risk Drinking² or Violent Behavior Among College Students Program provides funds for developing, enhancing, and evaluating campus-based prevention programs and strategies. Grantees work to reduce high-risk drinking by encouraging students to choose safe and healthy social environments and by raising awareness of perceived peer alcohol consumption rates among students, which are often higher than actual consumption rates.

In FY 2004, the University of California at Berkeley implemented a project that improved student perception of peer drinking and increased the number of hours of alcohol-free activities. During the two-year grant period, participating students’ perceptions of the amount of peer drinking decreased. After the project, students perceived that 70 percent of males and 51 percent of females drank at least once a week, a 19 percent reduction in the perception of male drinking and a 27 percent reduction

for females. Alcohol-free hours of activity during welcome and orientation weeks increased by 125 percent between 2002 and 2003 from 20 to 45 total hours. Researchers and practitioners have found that orientation week is a traditional period of excessive alcohol consumption, especially among new students who perceive high peer-drinking levels.

The Department’s Demonstration Grants for Student Drug Testing provide funding for drug testing programs and evaluations of testing effectiveness. Through testing, school and health officials can help prevent drug use and identify students using drugs so that they can be referred for treatment. Testing provides a positive anti-drug norm for students and a legitimate reason among peers not to take drugs. Secretary Paige stated, “drug prevention programs confer a considerable amount of power on all students who participate—the power to say no.”³ In FY 2004, eight grantees refined mechanisms for participant identification, test result accuracy, and referral to treatment. The Department expects that this work will yield data and information in FY 2005, when student testing begins.

Crisis Planning and Response. In communities affected by natural disasters and major accidents, school officials must work in concert with health providers and law enforcement officials to help families in crisis. Given the unique history, culture, and location of each community, schools may have varying risks of experiencing different types of crises. To help schools manage crises, the Department provides funding and technical assistance to school districts for vigorous crisis response preparedness and for immediate response to schools adversely affected by an emergency.

Emergency Response and Crisis Management grants provide funding to local educational agencies for improving school emergency response and crisis management plans. Crisis plans are customized for each community and school to effectively meet students’ needs. In FY 2004, 134 grantees used Department

² The Department defines high-risk drinking as one or more of the following: binge drinking (five or more drinks at one occasion), underage drinking, drinking while driving, and drinking while impaired by other causes, such as prescription medication. See <http://www.ed.gov/legislation/FedRegister/finrule/2000-2/040600d.pdf>.

³ U.S. Department of Education press release, October 30, 2003. Available at <http://www.ed.gov/news/speeches/2003/10/10302003.html>.

funding to develop or revise crisis plans in nearly 12,000 schools.

One example of an Emergency Response and Crisis Management grantee is the Santa Rosa County School District in Milton, Fla. Santa Rosa used FY 2004 grant funding to conduct a full-scale crisis simulation drill to help assess districtwide preparedness and ability to respond to a crisis. The drill involved multiple hazards and was coordinated with 22 different community agencies and over 600 participants. The drill helped the district identify weaknesses in the crisis plan's communication strategies, especially between staff and first responders. To address communication issues, Santa Rosa improved its critical communication protocol to include an eight-layer communication plan that uses low- and high-tech devices that range from whistles and bullhorns to cellular phones and a secure Web site to provide timely information to first responders.

The Department's Project School Emergency Response to Violence (Project SERV) provides immediate funds to schools that have experienced a significant crisis or emergency. The funds help local educational agencies restore learning environments disrupted by a violent or traumatic event, or help with undue financial hardship caused by the emergency.

In FY 2004, Project SERV funds helped educators at Rocori High School in Cold Spring, Minn., respond to a school shooting in which two students were killed. The murders were witnessed by a significant number of students and staff at the school. The district used Project SERV funds for counseling support and programs to help students, teachers, and parents with the recovery process.

Performance Goals. To measure safe and drug-free school programs' effectiveness, the Department measures student victimization and drug use and availability on school property. Though far too many students continue to be victimized at or away from school, data show that the rates of student victimization and drug use at schools continued to decline in recent

years.⁴ The Department met its 2002 goals for reducing the number of violent crimes and serious violent crimes that students aged 12–18 experienced at school.

Between 2001 and 2002, the rate of serious violent crime that students aged 12–18 experienced decreased by half. The data signal an overall positive trend in crime rates over the last decade. The Department expects to have 2003 violent crime and serious violent crime data in November 2005, and data for 2004 in November 2006.

To measure youth substance abuse, the Department uses two measures for marijuana, cigarette, and alcohol consumption—use by youth aged 12–17 in the past 30 days and use by high school students on school property in the past 30 days.

In the aggregate, we made progress toward meeting our performance goal for reducing the 30-day prevalence of substance abuse among youth ages 12–17. Though the Department did not meet its 2003 target for cigarette and marijuana abuse reduction among youth ages 12–17, the decline from 2002 to 2003 shows that we made progress. For alcohol abuse, the most recent data from 2003 show a slight increase over 2002 data; thus, we did not meet our target.

Measures of substance use by high school students on school property show more encouraging results. In the aggregate, we met our performance goal for reducing substance abuse on school property. The FY 2003 data show results that are better than our targets for reducing the 30-day prevalence of marijuana use and cigarette smoking on school property. Due to large reductions in on-campus student-reported smoking, the Department did better than our target by 43 percent. Because alcohol consumption showed a slight increase in FY 2003, we did not meet that target. Data for use on school property are collected biennially in odd-numbered years.

The Department's progress on our performance goals for this objective is summarized in the table below. See p. 27 for methodology and appendix A, pp. 199–200, for detailed data.

⁴ U.S. Departments of Education and Justice, *Indicators of School Crime and Safety*, 2003. Available at <http://nces.ed.gov/pubs2004/2004004.pdf>.

Safe and Drug-Free Schools (Objective 3.1)		
Performance Goals	Status	Year
Crimes experienced at school by students ages 12–18 <ul style="list-style-type: none"> • Violent crimes • Serious violent crimes 	Did better than	FY 2002
Youth ages 12–17 using the following substances in the past 30 days <ul style="list-style-type: none"> • Alcohol • Tobacco (cigarettes) • Marijuana 	Made progress	FY 2003
High school students using the following substances on school property in the previous 30 days <ul style="list-style-type: none"> • Alcohol • Cigarettes • Marijuana 	Met	FY 2003
High school students offered, sold, or given an illegal drug on school property in the previous 12 months	Did better than	FY 2003

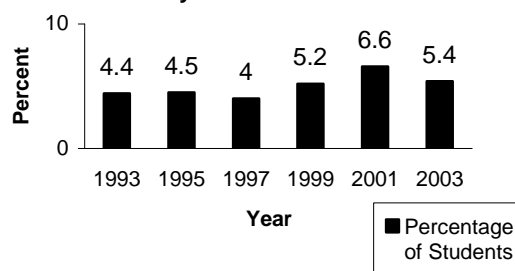
Strong Character and Good Citizenship Improve the Learning Environment

Schools play a major role in the physical, mental, and social development of students. Within the learning environment, students make critical choices that can build or erode strong character. Character and citizenship education is essential for the future success of students because it teaches the values of respect, service, and regard for democratic principles such as tolerance and civic participation. According to President Bush, “The future success of our Nation depends on our children’s ability to understand the difference between right and wrong and to have the strength of character to make the right choices.” In addition to helping individual students, successful character and citizenship education helps to build a healthy school culture. Within these healthy learning environments, teachers and students uphold a high standard of conduct that encourages students to make responsible decisions and participate in school activities. To help schools enhance a healthy school climate, the Department provides financial assistance for mentoring and for character and citizenship education programs.

Mentoring and Character Education. The Department’s Mentoring Program provides grants to support the academic and social needs of at-risk children. Many students lack positive role models and have low class attendance rates because of instability at home or dangerous conditions at or on the way to school. Through the relationship with a mentor, students are exposed to successful and caring adults who help with schoolwork and life challenges.

The Building Futures mentoring program of the Urban Services YMCA in San Francisco annually provides mentors to 125 at-risk youth. Among the goals of the program are helping students to improve academic performance and interpersonal relationships, and reducing truancy and delinquency. Based on preliminary data, the program is making progress in improving grades and behavior. Seventy percent of participating students showed academic and behavioral improvement in school. More than 80 percent showed a decrease in antisocial behavior, which likely contributed to increases in academic achievement and a sharp decrease in the percentage of students referred to law enforcement officials for delinquency or criminal behavior.

Students Who Did Not Go to School on One or More of the Last 30 Days Because They Felt Unsafe at School or on Their Way to or from School



Source. United States Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, *Youth Risk Behavior Surveillance System: Youth Online Comprehensive Results 2003*.

Partnerships in Character Education grants support the design and integration of character education values and programs in classroom instruction. Grantees promote strong values that include the emotional, intellectual, and moral qualities of a person or group, and the

demonstration of these virtues in prosocial behavior. Students are challenged to develop moral reasoning, problem-solving, and interpersonal skills to improve character development and behavior.

Through a Partnerships in Character Education grant, the Orange County Department of Education in Orange County, Calif., opened an Institute for Character Education. The institute builds the relational skills of youth and their parents through core character elements such as integrity, respect, and citizenship. Preliminary data indicate a high level of character element awareness among students participating in institute experiments. Eighty-five percent of fifth-, seventh-, and ninth-grade teachers agree that participants “respect others, even if he or she disagrees with them.” Other data also indicate high levels of cooperation among participating students. Ninety-two percent of seventh-grade teachers and 94 percent of ninth-grade teachers say that students “cooperate in work and play situations.”

Promoting Good Citizenship and Civic Participation.

We the People: Project Citizen is a curricular program for middle school students that promotes competent and responsible participation in local and state government. The program teaches young people to monitor and influence public policy and to develop an understanding of the democratic process when participating in activities that involve decision-making, policy development, and conflict resolution. In the process, students develop support for democratic values and principles, tolerance, and feelings of political efficacy.

Performance Goals. To measure the effectiveness of Department programs in promoting strong character and

citizenship, the Department measures student attitudes toward certain negative behaviors and participation in community service or volunteer work. The most recent data available for student attitudes toward negative behavior show mixed results. The Department exceeded our 2003 target for the percentage of 12th-grade students who dislike making a teacher angry, but we did not meet our 2003 target for 12th-grade students who think that most students dislike cheating or our 2003 target for 14- to 18-year-olds who believe cheating occurs by half or most students. Because of changes in data tabulation between 2002 and 2003 actual data, results on beliefs about cheating may not be comparable. Data for FY 2004 are pending.

The Department did not collect data for 12th-grade student participation in community service or volunteer work for FY 2004. Since there are no reliable data for this measure, the Department plans to discontinue it.

The Department’s progress on our performance goals for this objective is summarized in the table below. See p. 27 for methodology and appendix A, pp. 200–01, for detailed data.

Character and Citizenship (Objective 3.2)		
Performance Goals	Status	Year
Twelfth-graders who participate in community service or volunteer work	Not collected	FY 2004
Twelfth-graders who dislike certain behaviors <ul style="list-style-type: none"> • Students making teachers angry • Classmates cheating on a test 	Met	FY 2003
14- to 18-year-olds who believe cheating occurs by half or most students	Did not meet	FY 2003

Programs Supporting Goal 3

Eleven of our grant programs most directly support Goal 3. These programs are listed below. In the table we provide both FY 2004 appropriations and FY 2004 expenditures for each of these programs. We also provide an overview of the results of each program on its program performance measures. Program performance reports are available on the Web at <http://www.ed.gov/about/reports/annual/2004report/index.html>.

Program Name	Appropriations [†] FY 2004 \$ in millions	Expenditures [‡] FY 2004 \$ in millions	Program Performance Results Percent of Targets Met, Not Met, Without Data								
			FY 2004			FY 2003			FY 2002		
			% Met	% Not Met	% No Data	% Met	% Not Met	% No Data	% Met	% Not Met	% No Data
ESEA: Alcohol Abuse Reduction	30	23				0	0	100			
ESEA: Character Education	25	23	0	0	100	100	0	0			
ESEA: Civic Education: We the People	17	18							0	0	100
ESEA: Close-Up Fellowships	2	2	0	0	100						
ESEA: Elementary and Secondary School Counseling	35	34				0	0	100			
ESEA: Exchanges with Historic Whaling and Trading Partners	9	8	0	0	100						
ESEA: Project SERV	0	0.2									
ESEA: Mentoring Program	51	18									
ESEA: Safe and Drug-Free Schools and Communities Other National Programs	159	68	0	0	100	100	0	0	100	0	0
ESEA: Physical Education Program	72	58				0	0	100			
ESEA: Safe and Drug-Free Schools and Communities State Grants	444	442				17	83	0	20	0	80
Total	844	* 693									

[†] Budget for each program includes program budget authority and the program's proportional share of salaries and expenses budget authority.

[‡] Expenditures occur when recipients *draw down* funds to cover actual outlays. FY 2004 expenditures may include funds from prior years' appropriations. Expenditures for each program include the program's proportional share of administrative expenditures.

* Additionally, expenditures of \$63 million met prior years' obligations for Goal 3 programs that were not funded for FY 2004.

haded cell denotes that the program did not have targets for the specified year.

ESEA = Elementary and Secondary Education Act

PART Analysis for Goal 3 Programs

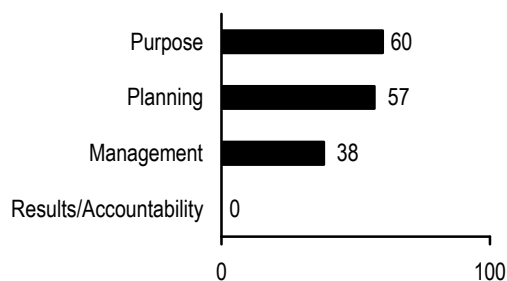
The Program Assessment Rating Tool (PART) was developed and implemented by the Office of Management and Budget as a standardized process for determining program effectiveness in a consistent way across agencies. Over a five-year period, most government programs will be evaluated under this process. Results of PART reviews are used by agencies as one component of justifying their budget requests. Following are summaries of PART reviews that were conducted in conjunction with preparing the Department's FY 2004 budget request and subsequent updated reviews of those programs.⁵

Program: Safe and Drug-Free Schools State Grants

Year of Rating: For FY 2004 Budget

Rating: *Ineffective*

Program Type: Block/Formula Grants



Recommendations:

1. Make a modest reduction in funding and tie future funding to the demonstration of results.
2. Develop a new strategy for measuring program performance that helps improve local programming decisions and is of equal use to state, local, and federal administrators.
3. Study ways to redesign the program to better distribute funds and support high-quality, research-based strategies at the local level.

Response:

1. This action was proposed in the President's 2004 budget, and the Congress reduced funding by \$28 million.
2. A new strategy will assess whether the state grants program is making an investment toward positive outcomes by tracking (1) national survey data on the prevalence of youth drug use and violence, and (2) data on the extent to which recipients of grant funds are implementing research-based practices. In addition, Safe and Drug-Free Schools and Communities funds are supporting data management improvement grants and related technical assistance to states to develop, enhance, or expand the capacity of states and local educational agencies to collect, analyze, and use data to improve program management.
3. The Department is supporting an evaluation of research-based practices to inform measurement of (1) the percentage of drug and violence prevention programs and practices supported with Safe and Drug-Free Schools and Communities State Grant funds that are research-based, and (2) percentage of local educational agency research-based drug and violence prevention programs and practices funded by those grants that are implemented with fidelity to the research on which they are based.

⁵ Information about the PART process is available at <http://www.whitehouse.gov/omb/part/>. Information on Department PARTs is available at http://www.whitehouse.gov/omb/budget/fy2005/pdf/ap_cd_rom/part.pdf and <http://www.whitehouse.gov/omb/budget/fy2005/pma/education.pdf>.